Scranton/Lackawanna County Ten-Year Plan to End Chronic Homelessness

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Prepared by the
Lackawanna County Housing Coalition/
Continuum of Care Committee
and the Subcommittee to End Chronic Homelessness

Lackawanna County Housing Coalition/Continuum of Care Committee

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Voluntary Action Center: Karen Havenstrite and Deborah Peterson

Women's Resource Center: Peg Ruddy and Linda Hair

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For more information about this plan or the efforts underway in Scranton/Lackawanna County contact Lea Dougherty, Director of Community Services at United Neighborhood Centers at 570-343-8835 or Idougherty@unitedneighborhoodcenters.org

Introduction

<u>History of Homelessness and Services in Lackawanna County</u>

Homelessness is a problem that plagues every community across our nation from big cities to small towns. While the problem is often much more obvious in the urban metropolitan areas with individuals sleeping on the streets or other public places, homelessness in any situation is a devastating experience for both individuals and families. Lackawanna County has a long history of providing services to those most in need. FIRST, Lackawanna County's Information & Referral Service has been providing emergency lodging for displaced persons through funding from United Way since the mid 1970's. This service is intended to provide emergency lodging after normal business hours, when other social service agencies are closed or in cases where the community's resources have been exhausted. The Community Intervention Center was founded in 1972 as a drop-in center for crisis intervention, information, and referral. Over the years, the drop-in program expanded to include professional drug and alcohol assessment, mental health assessment, social rehabilitation services, representative payee services and the provision of daily nourishment to its clientele many of whom are homeless. Due to these established services and a seven-day a week operational schedule, CIC began serving as a day shelter for the homeless in 1980 and continues to do so. In addition, CIC provides homeless outreach services to the street homeless population targeting individuals who are chronically homeless and difficult to bring into the system for assistance. St. Joseph's Center began offering temporary shelter to homeless women and children in 1915. Today, St. Joseph's continues to provide residential services to homeless pregnant women. Program participants receive support services including counseling, training and employment opportunities, assistance with medical appointments, education, and help to obtain permanent housing.

Beginning in the early 1980's a small group of volunteers staffed an emergency shelter for the homeless in a garage. Following these grass-root efforts a formal shelter system was developed by Catholic Social Services in 1987. St Anthony's Haven was the first adult shelter in Lackawanna County to receive HUD funding to serve homeless men and women. Also during the late 1970s/early 1980s efforts were also underway to open a shelter facility for victims of domestic violence and their children. In 1982, the first domestic violence shelter was opened by Women's Resource Center to serve battered women and children from Lackawanna County. In 1987, the shelter was moved to a larger building so that it could provide a 17-bed emergency shelter for women and children.

During the late 1980's as the number of homeless individuals requesting services grew several efforts happened simultaneously. First, in the late 1980s Catholic Services expanded to provide transitional housing services for chronically mentally ill individuals who are homeless. Second, the Catherine McAuley Center was incorporated in 1985. Its purpose is to provide safe, affordable housing for women and children who are in a crisis that leaves them homeless or without resources. The Catherine McAuley Center offers a continuum of housing services from homeless shelters, transitional housing and

permanent housing. Over the years Catholic Social Services has also expanded its programs to provide transitional housing for homeless veterans, homeless case management and housing counseling for homeless individuals.

In 1992, the Lackawanna County Housing Coalition was formed to provide coordination among service providers. After a few years it was obvious that what was needed was a central point of entry for individuals seeking housing information. Since 1998, UNC has operated the One Stop Shop for Housing Services which serves as a clearinghouse for the dissemination and coordination of housing information and related housing services in Lackawanna County. The "One Stop Shop" offers guidance to people in need of safe, decent, affordable housing, valuable resources on housing issues and housing related services, information seminars and general advocacy services. As part of the One Stop Shop for Housing Services UNC is a designated housing counseling agency and has assisted hundreds of community members including dozens of homeless individuals and families to access public housing in the City of Scranton and Lackawanna County.

In 1996, The Housing Coalition expanded its focus to develop a Continuum of Care for homeless individuals and families. A joint application for the City of Scranton and Lackawanna County was submitted to HUD by the Continuum of Care Committee and in 1997, Lackawanna County received its first Supportive Housing Program Grant from HUD to establish Transitional Housing and Supportive Services for Homeless Families. A total of 114 beds have been developed through SHP funding and several other Supportive Service Grants have been developed to serve homeless individuals and families, particularly the most difficult to serve (chronically homeless and mentally ill homeless). For example, since 1999 Allied Services has provided supportive housing services for the homeless mentally ill in Lackawanna County. Their program provides assistance in skill development to individuals in their activities of daily living, help in securing and maintaining employment and assistance with securing permanent housing. Scranton Primary Health Care Center has been providing medical care since 1978 to the uninsured and underinsured of Scranton and Lackawanna County. In 2002, Scranton Primary Health Care Center opened a state of the art Dental Center to provide dental care for homeless individuals and to liaison between homeless providers and medical care for the homeless. Additional homeless prevention services are provided by The Scranton Chapter of the American Red Cross (Fire) and United Neighborhood Centers (Condemnation). In 2002, the Sub-Committee to End Chronic Homeless was formed with members from a variety of service providers. This group has been tasked with identifying who the chronically homeless are in our community and developing the Ten-Year Plan to End Chronic Homelessness.

Why a Ten-Year Plan to End Chronic Homelessness?

The U.S. Department of Housing and Urban Development requires that each community across the country develop a plan to end homelessness, specifically focusing on ending chronic homelessness, which is the most devastating form of homelessness. The U.S. Conference on Mayors supports this planning process in a

resolution passed unanimously at their June 2003 conference. The National Association of Counties also adopted a resolution in July 2003 that endorses the Bush Administration's national goal of ending chronic homelessness in ten years. Communities are being encouraged to make use of the newest research and technologies in developing a plan to both prevent and end chronic homelessness.

These sound like lofty ideals, even a dream but communities across the nation are realizing that ending chronic homelessness is well within the realm of possibilities. In 2002, The National Alliance to End Homelessness published A Plan: Not a Dream – How to End Homelessness in Ten Years and in 2003 the United States Interagency Council on Homelessness published the 10-Year Planning Process to End Chronic Homelessness in your Community: A Step-by Step Guide. What both of these documents make clear is that the planning process for homeless services must change from a system of managing homelessness to one of ending it.

Where to Begin?

The first step communities are encouraged to take is to plan for outcomes. This process begins with knowing the homeless in our communities and what their needs are. HUD and the United States Interagency Council on Homelessness have prioritized that plans to end homelessness should focus first on those experiencing chronic homelessness. HUD defines chronic homelessness as "an unaccompanied homeless individual with a disabling condition who has either been continuously homeless for a year or more OR has had at least four episodes of homelessness in the past three years" (HUD, 2003). Research has provided data that this subgroup of homeless individuals represents 10% of the homeless population and that they consume over 50% of the public resources. These resources include Emergency Medical Services, Psychiatric Treatment, Detox Facilities, Shelters, and Law Enforcement/Corrections Services.

While these data are compelling, skeptics will ask how does this apply to Lackawanna County. Since 1997, Lackawanna County has been doing a yearly point-in-time survey as a count of both the sheltered and unsheltered homeless in our community. Beginning in October 2003 the Committee to End Chronic Homelessness developed a needs assessment instrument to use on a monthly basis to document both where homeless individual and families are staying as well as their reasons for homelessness and their needs related to permanent housing. A secondary purpose for the survey is to track the number of homeless individuals who meet the definition of "chronically homeless." At this time it is estimated that there are 45-50 individuals on any given night who are chronically homeless in Lackawanna County. In addition, it is likely that in any given year there are 50 more individuals who meet the definition of chronically homeless due to repeated episodes of homelessness throughout the year. It is expected the Homeless Management Information System (HMIS) that will be implemented in 2004 will better count and track chronically homeless individuals in our community.

The Lackawanna County Housing Coalition/Continuum of Care Committee has also made advances in moving from a place of status quo in providing homeless services to one where there is a planning process that focuses on the outcome of ending homelessness. In 2002, a Sub-Committee to End Homelessness was established with representatives from services providers and other community stakeholders. As part of the 2003 SHP application the Committee developed a one-year action plan for both chronic homeless and all other homeless persons. The Committee has been meeting monthly since that time to review progress in meeting the goals established on the Action Plans and to develop the County's Ten-Year Plan.

Prevention – "Close the Front Door"

Over the last two decades the homeless service delivery system in Lackawanna County has become very effective in meeting the needs of homeless individuals. However, this has shifted the focus away from preventing the episode of homeless from ever occurring at all. It is significantly less expensive to keep people housed than it is to provide services within the homeless assistance system. In order to close the front door as a community we need to better understand the reasons people become homeless and begin to address each and every root cause. Having the mainstream community service programs involved in the prevention process will hold them more accountable for the outcomes of the most vulnerable community members.

Objective 1: Prevent Evictions

Action Step – Develop an Eviction Prevention Program with District Magistrates.

Responsible Parties – United Neighborhood Centers, One Stop Shop Housing
Counselor; Lackawanna Pro Bono; North Penn Legal Services;
Committee on Chronic Homelessness (Lea Dougherty, Chair)

Target Dates -

Year 1 – one Magistrate involved – prevent 10 evictions.

Year 3 – three out of 11 Magistrates involved – prevent 30 evictions.

Year 7 – seven out of 11 Magistrates involved – prevent 70 evictions.

Year 10 – all Lackawanna County Magistrates involved – prevent 110 evictions.

Action Step – Facilitate workshops on Renter's Responsibilities & Landlord/Tenant Relations.
Responsible Parties – Community Intervention Center Homeless Outreach Case Manager;
United Neighborhood Centers One Stop Shop Housing Counselor; Catholic
Social Services Rent Assistance Program Coordinator; Catherine McAuley
Center Transitional Housing Case Manager; Lackawanna Pro Bono; North
Penn Legal Services

Target Dates -

Year 1 – 3 chronically homeless participants attend workshop.

Year 10 – total of 30 chronically homeless persons attend workshop.

Action Step – Facilitate budgeting program for formerly chronically homeless persons. Responsible Parties – Catholic Social Services Homeless Case Manger; United Neighborhood Centers; Community Intervention Center Homeless Outreach Case

Manager; Consumer Credit Counseling Service of NEPA, Education Director; Penn State Cooperative Extension, Family & Consumer Science Educator; Advocacy Alliance Representative Payee Department; Lackawanna Pro Bono; North Penn Legal Services Target Dates –

Year 1 – 3 chronically homeless persons complete budgeting program.

Year 10 – total of 50 persons successfully completed budgeting program.

Action Step – Develop Homeless Prevention Plan with Landlords & Homeless Service Providers.

Responsible Parties – Catherine McAuley Center Case Manager; Women's Resource Center Housing Advocate; United Neighborhood Centers One Stop Shop Housing Counselor; Allied Services Housing Specialist; Catholic Social Services Homeless Case Manager; Community Intervention Center Homeless Outreach Case Manager

Target Dates -

Year 1 – List of landlords developed.

Year 2 – Meeting held with landlords to develop Homeless Prevention Plan.

Year 3 – Plan in place with 3 landlords.

Year 10 – A Homeless Prevention Plan in place with 10 landlords.

Objective 2: Increase wage and income stability.

Action Step – Facilitate Job Assistance Opportunities.

Responsible Parties – Allied Services Vocational Outreach Case Manager; Career Link Supervisor; Office of Vocational Rehabilitation Executive Director; Department of Veterans Affairs Homeless Outreach Coordinator

Target Dates -

Year 1 – 3 Chronically homeless persons complete Job Training Program.

Year 5 – 10 Chronically homeless persons complete Job Training Program.

Year 10 – 15 Chronically homeless persons complete Job Training.

Action Step – Reduce the number of chronically homeless persons who lose employment.

Responsible Parties – Allied Services Vocational Outreach Case Manager; Office of Vocational Rehabilitation Executive Director; United Neighborhood Centers Permanent Supportive Housing Case Manager

Target Dates -

Year 3 – Have a Job Coach working with 4 chronically homeless persons per year.

Year 10 – 30 Chronically homeless persons received services of a job coach.

Action Step – Assist in applying for disability subsidies.

Responsible Parties – Social Security Administration Public Affairs Administrator;
Department of Veterans Affairs Homeless Outreach Coordinator;
Community Intervention Center Homeless Outreach Case Manager;
Department of Public Welfare Disability Advocate; Catholic Social
Services Homeless Case Manager; United Neighborhood Centers
Permanent Supportive Housing Case Manager; St. Joseph's Center Case
Manager; North Penn Legal Services

Target Dates –

Year 1 – Develop a procedure to assist chronically homeless individuals to apply for disability programs (SSI, SSDI, VA benefits, etc).

Year 1 – Train Social Service Staff to assist chronically homeless in applying for Social Security benefits (SSI/SSDI)

Years 2-10 – Assist 5-10 chronically homeless persons to apply for disability subsidies per year.

Objective 3: Develop a strategy to address the root causes of homelessness.

Action Step – Collect data on the reasons for homelessness.

Responsible Parties – United Neighborhood Centers HMIS Project Coordinator; All Continuum of Care Agencies

Target Dates -

Year 1 – Analyze one year of data on the cause of homelessness.

Year 2 – Analyze data from HMIS for 50% of beds.

Year 3 – Analyze data from HMIS for 75% of beds & unsheltered homeless.

Year 4 – Analyze data from HMIS for 100% of beds.

Action Step – Develop a community response for each reason for homelessness.

Responsible Parties – Discharge Planning Committee (Maureen Walsh, Chair); Committee on Chronic Homelessness (Lea Dougherty, Chair)

Target Dates -

Year 1 – Collect data on the number of persons who become homeless following discharge from either prison, hospitals, or foster care.

Year 2 – Have a formal strategy for one first cause of homelessness (discharge from institutions).

Years 3-10 – Develop formal strategy for one additional cause of homelessness per year.

Objective 4: Reduce the number of women who become chronically homeless as a result of domestic violence.

Action Step – Increase the availability to legal services for chronically homeless victims of domestic violence.

Responsible Parties – Women's Resource Center Legal Advocate; Women's Resource Center Barbara J. Hart Justice Center Managing Attorney; North Penn Legal Services Director of Advocacy; Lackawanna County Pro Bono Executive Director

Target Dates –

Year 1 – Develop a protocol to identify chronically homeless persons who experience domestic violence.

Year 10 – 10 women who are victims of domestic violence will receive legal services to prevent chronic homelessness.

Action Step – Educate police about batterer accountability.

Responsible Parties – Women's Resource Center Legal Advocate; Women's Resource Center Barbara J. Hart Justice Center Program Director; Lackawanna County District Attorney's Office Domestic Violence Unit Coordinator

Target Dates – Provide one training every other year to police officers regarding domestic violence and accountability.

Action Step – Educate Judges and Magistrates about batterer accountability.

Responsible Parties - Women's Resource Center Legal Advocate; Women's Resource Center Barbara J. Hart Justice Center Program Director; Lackawanna County District Attorney's Office

Target Dates – Offer at minimum of three trainings by year 10.

Action Step – Provide rental assistance programs to domestic violence victims.

Responsible Parties – Women's Resource Center Housing Advocate; Catherine

McAuley Center Transitional Housing Case Manager

Target Dates -

Year 10 – 10 women who are chronically homeless as a result of domestic violence will be provided rental assistance for permanent housing.

Intervention - "Open the Back Door"

Homeless persons lack housing and one of the key aspects of ending homelessness is to quickly re-house everyone who becomes homeless. This challenge is greatest for the chronically homeless individual who often cycles in and out of the emergency shelter/transitional housing system for years. Others never even enter the system and live for long periods of time on the streets. These individuals need both personal supports and housing subsides to get beyond homelessness and remain in permanent housing.

Objective 1: Know who is chronically homeless.

Action Step – Count chronically homeless persons.

Responsible Parties – Committee on Chronic Homelessness (Lea Dougherty, Chair); All Continuum of Care Agencies

Target Dates -

Year 2 – have data for 12 months on # of chronically homeless persons.

Year 3 – use HMIS to identify chronically homeless persons.

Year 4-10 – Provide an annual report/count of the chronically homeless still remaining in the community.

Objective 2: Make permanent housing available.

Action Step - Develop Permanent Supportive Housing Units.

Responsible Parties – United Neighborhood Centers Executive Director; Catholic Social Services Executive Director; Community Intervention Center Executive Director; Midtown Apartments Manager; Allied Services Director

Target Dates –

Year 1 – house eight chronically homeless persons in permanent housing.

- Year 2 house four chronically homeless persons in permanent housing.
- Year 5 have a Safe Haven that provides permanent housing to six chronically homeless mentally ill persons.
- Year 7 have a total of 30 chronically homeless persons in permanent housing.
- Year 10 have a total of 50 chronically homeless persons in permanent housing.

Objective 3: Reduce barriers that prevent chronically homeless persons from getting permanent housing.

Action Step – Increase access to subsidized housing.

Responsible Parties – Catholic Social Services Homeless Case Manager; Community Intervention center Homeless Outreach Case Manager; United Neighborhood Centers One Stop Shop Housing Counselor; Allied Services Housing Specialist; St. Joseph's Center Case Manager; Women's Resource Center Housing Advocate; Catherine McAuley Center Case Manager

Target Dates -

Year 1 – two chronically homeless persons housed in subsidized housing.

Year 5 – a total of 10 chronically homeless persons housed in subsidized housing.

Year 10 – a total of 20 chronically homeless persons housed in subsidized housing.

Action Step – Increase access to drug and alcohol treatment.

Responsible Parties – Department of Veterans Affairs Homeless Outreach Coordinator;
Allied SLP Caseworker; Scranton Primary Health Center Outreach
Worker; Voluntary Action Center Prevention Services Director; Community
Intervention Center Homeless Outreach Case Manager

Target Dates -

Year 1 – Assisted three chronically homeless persons to receive drug & alcohol treatment.

Year 5 – Assisted 10 chronically homeless persons to receive drug & alcohol treatment.

Year 10 – Assisted 20 chronically homeless persons to receive drug & alcohol treatment.

Action Step – Reduce the barriers associated with accessing mental health services.

Responsible Parties – Department of Veterans Affairs Homeless Outreach Coordinator; Allied Services Director; Community Intervention Center Homeless Outreach Case Manager; Scranton Primary Health Center Outreach Worker; Catholic Social Services Case Manager; United Neighborhood Center Permanent Supportive Housing Case Manager; Advocacy Alliance Adult Mental Health Advocate; NAMI-PA, Scranton Chapter, Executive Director; Scranton Counseling Center Emergency and Intake Department

Target Dates -

Year 1 – Develop an outreach plan targeting chronically homeless mentally ill.

Year 3 – Reduce barriers for 5 persons to seek mental health services.

Year 10 – A total of 15 chronically homeless persons will active seek mental health care.

Action Step – Increase employment opportunities.

Responsible Parties – Department of Veterans Affairs Homeless Outreach Coordinator;
Allied Services Vocational Outreach Case Manager; Catholic Social
Services Homeless Case Manager; CareerLink Supervisor; Community
Intervention Center Homeless Outreach Case Manager

Target Dates -

Year 1 – Identify two employment providers willing to hire homeless persons.

Year 2 – Identify two job-training programs appropriate for chronically homeless persons.

Year 5 – Have six persons successfully complete job-training program.

Year 10 – Have a listing of 10 employers willing to hire homeless persons.

Action Step – Insure medical/dental care for all chronically homeless.

Responsible Parties – Scranton Primary Health Center; Committee on Chronic Homeless (Lea Dougherty, Chair); Department of Veterans Affairs Homeless Outreach Coordinator

Target Dates –

Year 1 – Survey homeless persons regarding barriers to medical/dental care.

Year 2 – Enhance current service provision system to address barriers to care.

Year 3 – Survey currently homeless and those in permanent housing to determine if barriers to medical care have been reduced/eliminated.

Year 10 – All chronically homeless persons have access to medical care and have been seen by a doctor/dentist in the last year for a physical/dental exam.

Build the Infrastructure to End Homelessness

People become homeless for a variety of reasons but the last two decades have made it clear that the lack of affordable housing is a central reason many individuals become homeless and remain homeless for long periods of time. According to the National Low Income Housing Coalition, there is a nationwide problem with the disparity between wages and housing costs. In no community across the country can a person work full-time at minimum wage and afford the fair market rent for a one-bedroom apartment. More efforts are needed to both increase the supply of affordable housing and increase incomes for our poorest community members.

Objective 1: End homelessness by housing the homeless.

Action Step: Increase the supply of safe, affordable housing.

Responsible Parties – Housing Coalition of Lackawanna County (Michael Hanley,

Chair): Housing Collaborative of Lackawanna County (John Cosgrove,

Chair); Lackawanna Neighbors (Keith Tucker, Director)

Target Dates -

Year 1 – Develop a Coordinating Committee to work with providers of subsidized housing.

Year 1 – Complete community-wide housing study.

- Year 2 Based on results of study develop affordable housing plan for Lackawanna County.
- Year 3 Have chronically homeless added as a preference for subsidized housing.
- Year 5 25 new units of affordable housing built in Lackawanna County.

Year 10 – 50 new units of affordable housing built in Lackawanna County.

Objective 2: Provide the services needed for people to get and maintain housing.

Action Step: Increase availability of supportive services for chronically homeless persons.

Responsible Parties – Committee on Chronic Homeless (Lea Dougherty, Chair) Target Dates –

- Year 1 Develop a plan to offer supportive services for chronically homeless persons in permanent housing.
- Year 2 Develop a strategy and formal referral process to insure access to mainstream resources for all chronically homeless persons.
- Year 5 Evaluate what mainstream supportive services chronically homeless persons have difficulty accessing.
- Year 10 All chronically homeless persons evaluated for need for services and have a Individualized Service Plan in place for meeting service needs.

Objective 3: Support efforts to create wage and benefits that allow households to pay for basic expenses, especially housing.

Action Step: Reduce the number of people living in poverty.

Responsible Parties – Housing Coalition (Michael Hanley, Chair) working with various community and advocacy efforts at the Local, State and Federal levels

Target Dates -

Years 1-10 – Advocate for basic economic human rights including a living wage.

Target Dates -

Year 1 – Work to raise the minimum wage in the state.

Target Dates -

Year 1 – Work to raise TANF and SSI rates in the state.

Conclusion

The Lackawanna County Ten-Year Plan to End Chronic Homeless is the first effort of this kind for Scranton/Lackawanna County. It is an ambitious plan but one with a clear focus – ending chronic homelessness in our community in the next ten years. This is a plan that is guided by the efforts of The National Alliance to End Homeless and its tenyear plan as well as HUD's directives to have a plan in place in every community across the nation. Following the suggested components necessary to ending chronic homelessness this plan addresses planning for outcomes, closing the front door to homelessness through prevention, opening the back door from homelessness by

housing people and challenges the gaps in the infrastructure (housing, income and services) that leads to homelessness and prevents others from getting housing.

The Lackawanna County Housing Coalition/Continuum of Care Committee thanks all the community members involved in the planning process. Through your ongoing efforts we WILL end chronic homelessness in our community in ten years.